

SUMMARY SHEET	
APPLICATION DETAILS	
Applicant:	Stockland Kawana Waters Pty Ltd
Proposal	<ul style="list-style-type: none"> • Approval of amended Master Plan No. 44 (Detailed Planning Area Plan – Detailed Planning Area 2 – Bokarina Beach) 2015 • Approval of Master Plan No. 104 (Site Development Plan – Detailed Planning Area 2 – Precinct 8) – 63 Multiple Dwellings and 500m² of ground floor retail/food outlet.
Received Date:	09/04/2018
Request for Further Particulars Date:	30/04/2018
Duly Made Date:	18/06/2018
Decision Due Date	28/07/2018 (40 calendar days, DCP-1)
Number of Submissions	Nil
PROPERTY DETAILS	
Division:	3
Property Address:	Wurley Dr BOKARINA QLD 4575
RP Description:	Lot 21 CP 891254
Land Area:	3,977m ²
Existing Use of Land:	Vacant
STATUTORY DETAILS	
Planning Scheme:	Sunshine Coast Planning Scheme 2014
SEQRP Designation:	Urban Footprint
Strategic Framework Land Use Category:	Urban
Planning Area / Locality:	Kawana Waters
Planning Precinct / Zone:	Land Subject to Development Control Plan 1
Assessment Type:	Site Development Plan.

Link to PD Online:

<http://pdonline.sunshinecoast.qld.gov.au/MasterView/Modules/Applicationmaster/default.aspx?page=wrapper&key=2048935>

PROPOSAL

Site Development Plan

The application seeks Council approval for a proposed Site Development Plan (SDP) for land located on Precinct 8 of Bokarina Beach (Detailed Planning Area 2). The site comprises a 3,977m² land parcel located on the corner of Bokarina Boulevard and Longboard Parade. The

precinct comprises a landmark site within Bokarina Beach and is located adjacent to the future beach access and opposite the future surf lifesaving club site and 2 hectare Village Park.

The proposed SDP is intended to facilitate the development of an 8 storey mixed use development comprising 63 dwelling units and 500m² of retail/food outlet uses at ground level.

The proposed development has a total building height of 28m. The podium of the building covers the majority of the site and the tower has a site cover of 33%.

The ground level of the building comprises the reception/lobby (220m²), resident bike/board store (75m²), shops and food outlets (500m²), toilets, storage areas, bin rooms etc. as well as car parking. The residential entry foyer is located on Longboard Parade, with the northern frontage and north-eastern corner activated by retail and food outlet tenancies.

A through-site pedestrian link is proposed between Bokarina Boulevard and Kombi Street along the western boundary of the site. The northernmost 15m of this link also includes an active frontage.

The residential units are located on levels 2 – 8 and comprise:

- 1 x 1 bedroom unit
- 41 x 2 bedroom units
- 21 x 3 bedroom units

Vehicular access is proposed from a two way driveway crossover to Kombi Street, located at the end of an 8.5m access handle, which incorporates a 7.5m wide shared driveway / pedestrian path and a 1m wide landscaping strip.

The proposed units are provided with private open space areas in the form of balconies or terraces. Above podium level the balconies range in size from 18m² to 37m². On the podium level the private terraces range in size from 20m² to 208m².

The proposal also includes a podium level communal open space area to service residents of the development, comprising 1,312m² or 33% of the site area. The area includes a swimming pool, sun terrace, covered BBQ area (with a toilet), lawn areas and landscaping beds around the perimeter.

In addition to landscaping on the podium level, ground level landscaping is proposed as follows:

- A 2m-3m wide landscaping strip to the non-active frontage portion to the eastern boundary incorporating trees (deep planting)
- A 1m landscaping strip along the side of the access handle to Kombi Street
- Three small planting areas on the Bokarina Boulevard frontage adjacent to the retail/food tenancies.

A total of 110 on-site parking spaces are proposed, 71 of which are proposed within the basement and 58 at ground level. Twenty-five (25) of the spaces are allocated to customers, 15 to visitors, and the remainder to residents. The applicant may provide an additional 22 within an enlarged basement subject resident demand.

63 resident bicycle parking spaces are proposed, located within storage areas adjacent to each unit's resident car parking space. Nineteen (19) customer/visitor bicycle parking spaces are also proposed.

The proposed development is illustrated on the perspective drawings below:



1. Figure 1 - Northern Elevation



2. Figure 2 - Eastern Elevation



3. Figure 3 - North-East Corner Perspective

Detailed Planning Area Plan

In conjunction with the proposed SDP, the applicant also seeks approval for a number of minor amendments to the Detailed Planning Area Plan (DPAP) (Master Plan No. 44) relating to the subject site.

The proposed amendments reflect the design of the proposed development, and will ensure it is consistent with the higher order master plan.

In particular, the following amendments are proposed:

- Addition of the requirement for development in the Mixed Use and Tourism land use area fronting Bokarina Boulevard to represent an exemplary standard of design suitable for the landmark location
- Reduction in the required length of Primary Active Frontage to Longboard Parade from 50m to 27m
- Reduction in the required length of Laneway Active Frontage to the through-site pedestrian link on Precinct 8 from 30m to 15m
- Reduction in the minimum width of the awning to Longboard Parade from 4m to 3m
- Amendment to the administrative definition of “storey” to enable individual storeys to exceed 3m in height, especially at ground level to accommodate retail tenancies, provided the overall height of the building remains in accordance with the prescribed maximum building height when converted to a height in metres (i.e. 3 metres per storey)

- The addition of Temporary House and Land Sales Office as a defined (supported) use in the Mixed Use and Tourism and Residential B Land Use Areas
- Correction to the minimum lot size for Precinct 6

A discussion of the rationale and merits for these proposed amendments is provided in the assessment section of this report.

SITE DETAILS

Background/Site History

<i>Application No.</i>	<i>Decision and Date</i>
MPC11/0003	On 25 February 2016 , Council recommended approval of Master Plan No. 44 (Detailed Planning Area Plan – Detailed Planning Area 2 – Bokarina Beach) 2015 (OM16/23) to the Department of Natural Resources and Mines. On 14 April 2016 the Department approved the Master Plan.
MPC11/0004	On 13 April 2017 , Council (by delegated authority to the CEO) approved Master Plan No. 69 (Site Development Plan – Detailed Planning Area 2 – Precincts 1-4) 2016. This is the Site Development Plan (SDP) for the low density residential precincts of Bokarina Beach.
MPC17/0003	On 6 July 2017 , Council (by delegated authority to officers) recommended to the Department of Natural Resources and Mines that the Design Plan application for Precincts 1-4 be approved. The Department approved the application on 14 July 2017 . The approval permits the creation of the freehold lots in the low density residential precincts of Bokarina Beach.

Site Description

Detailed Planning Area 2 (DPA 2) (Bokarina Beach) comprises an area of approximately 30 hectares and is bound by existing low density residential development to the north and south, the 150m wide parabolic dune to the east (beyond which is the beach and Pacific Ocean) and the Nicklin Way to the west.

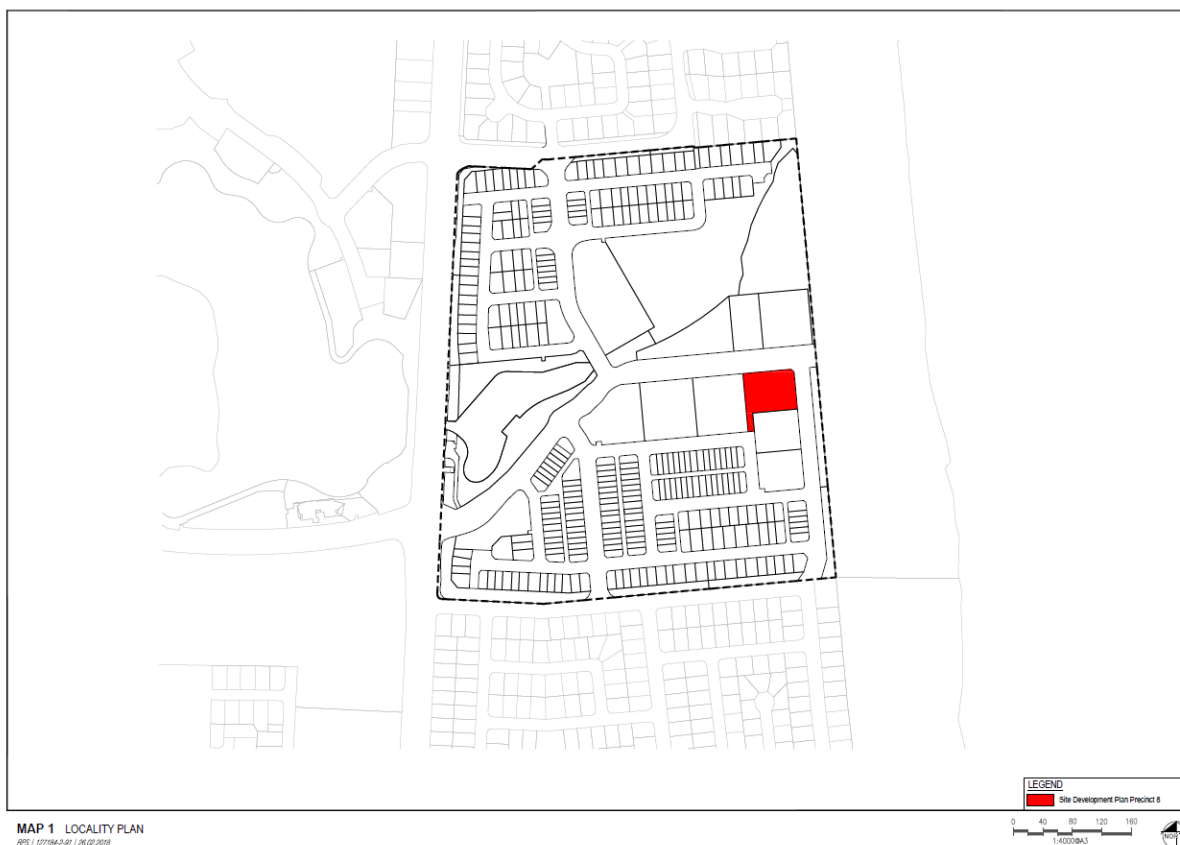
The boundary of Detailed Planning Area 2 is illustrated on the map below.



Bokarina Beach DPA is divided into 16 precincts, as illustrated on the map below (which forms Map 4 of the DPAP)



SDP Precinct 8 within DPA 2 is identified on the locality map below (which forms part of Map 1 of the proposed SDP):



Precinct 8 (the subject site) comprises an area of 3,977m² and has the following characteristics:

Site & Locality Description	
Road Frontage	65m to Bokarina Boulevard, 50m to Longboard Parade and 8.5m to Kombi Street
Existing Significant Vegetation	Nil
Topography:	Flat
Surrounding Land Uses:	<p>To the north, the site adjoins Bokarina Boulevard. On the northern side of Bokarina Boulevard is the future surf lifesaving club site and future community facility site.</p> <p>To the east the side adjoins Longboard Parade, beyond which is the 150m wide parabolic dune and the beach.</p> <p>To the south the site adjoins a future medium density residential development site (up to 8 storeys).</p> <p>To the west the site adjoins a future mixed use and tourism development site (up to 8 storeys).</p>

ASSESSMENT:**Framework for Assessment**Instruments for Statutory Assessment

- State Planning Policy
- the South East Queensland Regional Plan
- State Planning Regulatory Provisions
- any Temporary Local Planning Instrument in place for the local government area

Of these, the planning instruments relevant to this application are discussed in the sections that follow.

Statutory Instruments – State and OtherState Planning Policies

There are no State Planning Policies or management plans applicable to the assessment of the proposed master plan. Consideration of the State Planning Policies was undertaken as part of the consideration of the higher order master plan, being the Kawana Waters Structure Plan, the latest version of which was approved by the Minister's Delegate for Department of Natural Resources and Mines on 20 October 2017.

South East Queensland Regional Plan

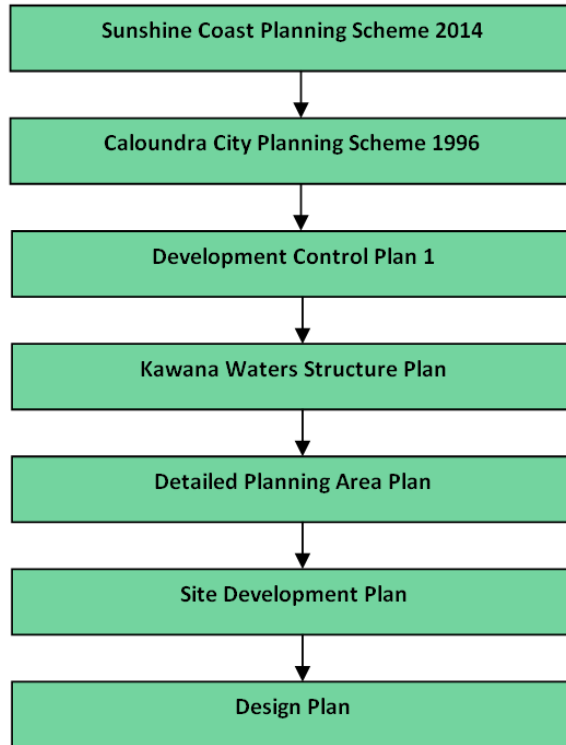
The site is located within the Urban Footprint of the South East Queensland Regional Plan. The proposed development is consistent with the Desired Regional Outcomes of the SEQ Regional Plan for the Urban Footprint.

Statutory Instruments – Planning Scheme

The Sunshine Coast Planning Scheme 2014 identifies that section 316 (Development control plans) of the *Planning Act 2016* provides that section 86(4) (Planning schemes for particular local governments) and section 857 (Development control plans under repealed LGP&E Act) of the *Sustainable Planning Act 2009* continue to apply to the extent necessary to administer DCP-1

The Sunshine Coast Planning Scheme 2014 therefore requires that all land included within the Development Control Plan 1 (DCP-1) designation default to the provisions of DCP 1, as contained within the Caloundra City Planning Scheme 1996.

Section 7 of DCP-1 sets out the Master Planned Community Development Process applicable to the Detailed Planning Area, as shown below.



Before development within Detailed Planning Area 2 can proceed, the Master Developer must prepare and obtain Council approval for a DPAP and a SDP. The DPAP was approved by DNRME on 14 April 2016. This report seeks Council approval for the SDP master plan documents for Precinct 8 of the DPA.

Under the provisions of DCP-1, an application for approval of any Master Plan must comply with the Development Documents. The Development Documents are defined as:

- Development Lease No. 2
- Development Control Plan No. 1 and the Caloundra City Planning Scheme 1996
- the Transport Infrastructure Agreement
- the Development Agreement
- the Hospital Infrastructure Agreement and
- the Community Development Strategy

Pursuant to the Master Planned Community Development Process set out in Section 7 of DCP-1, each Master Plan in addition to the Development Documents must also comply with any higher order Master Plan, including the Conditions of Approval.

With respect to this proposed Master Plan, Council must in accordance with both DCP-1 and the Development Agreement, determine whether to:

- (a) approve the Master Plans
- (b) approve the Master Plans subject to conditions or
- (c) refuse the Master Plans

Master Plan No. 44 (Detailed Planning Area Plan – Detailed Planning Area 2 – Bokarina Beach) 2015 requires an SDP to be prepared for each SDP precinct. The proposed SDP is

for Precinct 8 and reflects the provisions of the higher order DPAP (being Master Plan No. 44).

Pursuant to section 7.4.5.2(c) of DCP-1, the proposed SDP includes a Supplementary Table of Development that is consistent with the Master Plan No. 44.

Due to this master plan being a SDP, Council is required to make a determination within 40 days after the application is taken to be duly made pursuant to section 7.6.3 of DCP-1.

Development Control Plan 1 – Kawana Waters

Section 4.10 Detailed Planning Areas of DCP-1 nominates broad planning and design criteria for DPA 2 (Bokarina Beach). The criteria relate to the development of a focal development based around public beach access and associated recreational activities for residents and visitors.

“Complementary to the focal Development intent of this DPA a commercial/boutique retail/community/public domain (mall) precinct or precincts will be encouraged as preferred uses in this location with their design and relationship to meet the needs of local residents and tourists and provide a vibrant focal point for the Kawana Waters Locality.”

“The DPA is to be developed with lower intensity uses towards the edges of the DPA to ensure their compatibility with existing low density residential development north and south of the DPA. Higher intensities of Development will be encouraged towards the centre of the DPA, particularly around the focal Development, to assist in providing a sense of place.”

“Land uses are to be predominantly residential in nature, with an emphasis on higher densities to a maximum height of 8 storeys towards the centre of the DPA”

The maximum height limit for the DPA is 8 storeys.

In relation to the intent for Bokarina Beach to become a tourism node, key references in the DCP-1 are provided below:

- DCP Map 1 identifies Bokarina Beach as a “Tourism Development”
- In relation to “Tourism Development” Section 3.6 states: “*This designation indicates areas intended to be Developed as focal points for tourist activities*”
- Section 4.9.1 states “*This designation is intended to identify that area in which tourism Development will be encouraged by the council.*”
- Section 4.9.2 states “*The Council is likely to favourably consider applications for tourism Development in the designated areas, subject to their complying with other relevant provisions of the Planning Scheme including the DCP*” and “*Mixed Use Development comprising tourist-related commercial activities on the lower levels and tourist accommodation above, will be encouraged*”

- In relation to DPA2 (Bokarina Beach) Section 4.10.2(c)(viii) states “*Various forms of tourist Development would be welcomed by the Council, should these prove to be commercial viable.*”

From the above sections of DCP-1, the following conclusions can be drawn:

- Tourism development is to be encouraged within the Bokarina Beach DPA where commercially viable (but is not mandatory)
- Tourist accommodation will be encouraged as part of mixed use development, above ground level.
- Bokarina Beach is intended to be a focal point of tourist activities. While this does not mean tourist accommodation must be provided in the DPA, it is expected that it should be provided for. Tourist activities could include the Surf Club, beach access, commercial/boutique retail, village parks and access to the coastal pathway.

The proposed SDP is consistent with the above criteria. It facilitates development of a high quality mixed use development on a landmark site. The proposal for an 8 storey residential tower with boutique sized commercial/retail opportunities at ground level complies with the intent of the DCP. It is also noted that the development is designed to be adaptable for short term accommodation use in future by providing a reception foyer, linen storage, and set down parking opportunities.

Kawana Waters Structure Plan

The approval of this SDP is subject to both the Structure Plan approval conditions and Structure Plan Development Criteria.

This assessment has determined that the proposed SDP is compliant with the Structure Plan approval conditions and the Structure Plan Development Criteria.

Master Plan No. 44 (Detailed Planning Area Plan – Detailed Planning Area 2) 2015

The higher order master plan applicable to this application is Master Plan No. 44 (DPAP for DPA 2 – Bokarina Beach). The site is identified as Precinct 8 under this Master Plan.

Maps 3 and 4 of the Master Plan identify the site as being Land Use Area 2 – Mixed Use and Tourism.

Section 3 of the Master Plan provides a description of each Land Use Area. In relation to Land Use Area 2 (Mixed Use and Tourism) the Sections 3.3.1 to 3.3.3 of the Master Plan state:

This Land Use Area is located centrally and beachside within the Planning Area and offers opportunity for the creation of a focal tourist node for the Planning Area, creating a vibrant residential tourist, leisure and recreational centre for the greater Kawana Waters area;

This Land Use Area is developed as a mixed use precinct that provides for the establishment of high intensity residential accommodation with mixed use retail development forming a nexus with the adjacent range of community uses and open space;

Development of sites fronting the main 'Boulevard Street' are to [represent an exemplary standard of design suitable for the landmark location and must be designed and]¹ contain uses at ground level that provide for activation of the streetscape in accordance with Map 11 (Active Frontages) of this document.

In terms of land use, streetscape activation and contributing to the creation of a focal tourist node, the proposal is consistent with the intent for the land use area. Further discussion in relation to the requirement for development to be of an exemplary design standard is provided in the Built Form section of this report.

Section 4 of the Master Plan includes a Table of Development, which identifies a range of residential uses (including Multiple Dwelling) and a range of commercial uses (including Food Outlet, Function Room, Hotel, Local Storey, Restaurant and Shop) as the defined uses for the precinct. The table also provides a maximum height limit of 8 storeys, a maximum residential yield of 135 dwelling units and a maximum combined total for commercial uses across precincts 5 to 8 of 7,500m²

Section 5 of the Master Plan provides the specific urban design performance criteria which development in the DPA must comply with.

The proposed development complies with all of the key quantifiable requirements of Master Plan No. 44 as outlined in the table below (the highlighted rows identify the Master Plan requirements that are the result of alterations proposed as part of this application):

Key Development Parameters Table:

Parameter	Requirement	Proposal	Complies
Residential yield	Maximum 135 Dwelling Units	63 Dwelling Units	✓
Commercial yield	Maximum combined total across precincts 5 to 8 of 7,500m ²	500m ²	✓
Height	Maximum 8 storeys	8 storeys	✓
podium setback to western boundary	Minimum 4.5m (this is also the maximum setback for the active laneway frontage component)	4.5m	✓
Podium setback to and eastern active frontages	Between 0m and 0.5m	Built to boundary	✓
Podium setback to non-active portion of eastern boundary	Minimum 2m	1.95m – 2.9m	✓
Tower site cover	Maximum 40%	34% (1,337m ²)	✓
Tower built form projecting towards Bokarina Boulevard	Maximum 80% of the length of the site	80% *	✓
Tower built form projecting towards Longboard Parade	Maximum 40% of the width of the site	40%	✓
Tower setback to western boundary	Minimum 9m	9m	✓

¹ The bracketed text is new wording being added to the DPAP as part of this application

Parameter	Requirement	Proposal	Complies
Tower setback to northern and eastern boundaries (within specified maximum lengths)	Minimum 3m	4.6m to northern boundary and 3.7m to eastern boundary	✓
Tower setback to remainder of eastern boundary	Minimum 30m	N/A	✓
Active frontage length to northern boundary (Bokarina Boulevard)	Full length of frontage	Full length of frontage (69m)	✓
Active frontage length to eastern boundary (Longboard Parade)	Minimum 27m (approx.)	28m	✓
Active frontage length to laneway	Minimum 15m	15m	✓
Awning width to Bokarina Boulevard)	Minimum 4m	4m	✓
Awning width to Longboard Parade (to length of active frontage)	Minimum 3m	3m	
Communal open space	Minimum 25% of the site	33% (1,312m ²)	✓
Private open space	Minimum 9m ² for 1 bedroom units and 16m ² for all other units	Balconies ranging in size from 18m ² to 208m ²	✓
Commercial car parking spaces	Minimum 25	25	✓
Resident car parking spaces	Minimum 68	Between 71 and 89	✓
Visitor car parking spaces	Minimum 15	15	✓
Resident bicycle parking spaces	Minimum 63	63	✓
Visitor/customer bicycle parking spaces	Minimum 19	19	✓

The proposed development generally complies with Master Plan No. 44. The pertinent issues arising from the assessment are discussed below.

Relationship to Higher Order Master Plans

The proposed SDP includes all of the required details and contains a Supplementary Table of Development that is consistent with defined land uses listed in Table 1 of the higher order master plan (Master Plan 44 - Detailed Planning Area 2).

The proposed SDP specifies the following land uses as being Column 1 Uses – Permitted Uses and Development Works. These include:

Residential Uses Limited to:

- Multiple Dwelling (comprising a maximum 63 dwelling units)

Commercial Uses Limited to:

- Food Outlet, Function Room, Hotel, Local Store, Restaurant and Shop where the combined gross floor area does not exceed 500m²;

Advertising devices, limited to the following:

- Wall or Façade Signs limited to:
 - Façade Sign
 - Flush Wall Sign
- Freestanding Signs limited to:
 - Ground Sign

where in accordance with PDLPP 7.0/01 – Siting and Design of Advertising Devices.

Following approval of this SDP, the above uses and advertising signage types will be permitted development, where in accordance with the SDP and any conditions of approval imposed by Council. Additionally, creation of a free-hold lot over the precinct in accordance with the layout depicted on the SDP maps will be permitted subject to Design Plan approval through the Department of Natural Resources, Mines and Energy (DNRME).

Column 2 of the Supplementary Table of Development identifies that Operational Works relating to the permitted uses for precinct as “permitted subject to condition”. This means a code assessable Operational Works application is required.

Column 4 of the Supplementary Table of Development identifies that all other land uses and development not in accordance with the approved plans forming part of this SDP as “Prohibited Uses”.

Key Issues

Proposed DPAP Amendments

An assessment of the proposed amendments to the DPAP, associated with the SDP for Precinct 8, is provided in the following table:

Proposed Amendment	Rationale	Assessment
The requirement for development in the Mixed Use and Tourism land use area fronting Bokarina Boulevard to represent an exemplary standard of design suitable for the landmark location	To ensure development in the Mixed Use and Tourism precincts facing the village park are of a high quality design commensurate with the landmark location.	This amendment was incorporated at the request of Council officers and is supported.
Reduction in the required length of Primary Active Frontage to Longboard Parade from 50m to 27m	<p>The length of this active frontage has been reduced to provide a more realistic reflection of what is commercially viable, and to provide a softer transition to the residential development to the south.</p> <p>The applicant submits it would not be commercially viable for shops or cafes to be established on the southern part of the</p>	This amendment is supported. It will still ensure that the key corner of Bokarina Boulevard and Longboard Parade remains appropriately activated. It also allows for some deep planting on the site in the southern part of the eastern boundary setback, which would not have otherwise been possible. Further, the proposed surfboard and bike store concept in this part of

Proposed Amendment	Rationale	Assessment
	Longboard Parade frontage as it is too far from the main activity fronting Bokarina Boulevard.	the site will still provide activity and visual interest.
Reduction in the required length of Laneway active frontage to the through-site pedestrian link on Precinct 8 from 30m to 15m	As above, the applicant submits that activating 30m of the pedestrian laneway would not be commercially viable.	The proposed amendment is supported. The proposed SDP includes 15m of active frontage to the laneway, but an additional 15m of the laneway would be utilised for outdoor dining or other community activities (thereby effectively activating 30m)
Reduction in the minimum width of the awning to Longboard Parade from 4m to 3m	The applicant submits that the Longboard Parade frontage of Precinct 8 is not as critical as the Bokarina Boulevard frontage, given its reduced primacy in the broader context of Land Use Area 2 (Mixed Use and Tourism).	In accordance with Map 5 of the DPAP, the pathway along the Longboard Parade frontage of the site will be 3m wide and will abut the building along the active frontage zone. Between the path and roadway, a strip of landscaping may be provided. There is no benefit in extending the awning beyond the width of the path, and doing so would prevent water and sunlight accessing the verge planting. As such, the proposed amendment is supported.
<p>Amendment to the administrative definition of storey to enable individual storeys to exceed 3m in height, especially at ground level to accommodate retail tenancies, provided the overall height of the building remains in accordance with the maximum prescribed maximum building height when converted to a height in metres (i.e. 3 metres per storey).</p> <p>The proposed amendment would also enable higher ceilings to be provided for</p>	<p>This amendment is proposed to facilitate adaptive use of the ground storey tenancies by allowing retail and food tenancies additional floor to ceiling height, which is often a necessity for these uses.</p> <p>The amendment would allow for a dimension greater than 3.0m for storeys above ground level, provided the combined height of all storeys remains in accordance with the maximum prescribed building height, when converted to a height in</p>	<p>This amendment is supported as it would allow greater flexibility within the design of buildings in the DPA.</p> <p>It would not permit any overall increase in building height, which would remain unchanged.</p>

Proposed Amendment	Rationale	Assessment
part of the top storey of development on the four key Mixed Use and Tourism precincts facing Bokarina Boulevard, where parts of the roof are raised for the purpose of providing an articulated skyline silhouette (without altering the maximum overall building height permitted)	metres (i.e. 3 metres per storey above ground level). The amendment will assist in incentivising development on the four mixed use sites fronting Bokarina Boulevard to provide articulated roof forms by enabling higher ceilings for parts of the top storey of development where the roof is raised to provide additional articulation.	
The addition of Temporary House and Land Sales Office as a defined (supported) use in the Mixed Use and Tourism and Residential B Land Use Areas	The applicant submits that the exclusion of this land use in these locations was an unintentional oversight.	The amendment is supported. It will enable a temporary sales office to be established on precinct until the development is completed.
Correction to the minimum lot size for Precinct 6	The applicant submits the endorsed Precinct layout in the DPAP does not allow for Precinct 6 to meet the currently prescribed minimum area of 6,000m ² .	This is supported as it corrects an inconsistency within the master plan.

It is recommended some additional changes be conditioned to the DPAP to further strengthen the tourism node criteria for development on the key sites fronting Bokarina Boulevard and the Village Park as follows:

- Add an additional criteria in relation to Land Use Area 2 – Mixed Use and Tourism (Section 3.3) regarding the encouragement of high quality tourist accommodation within the land use area. This criteria should reflect the requirements of Section 4.10.2(c) of DCP1.
- Add a requirement for a porte-cochere for development on Precincts 5 to 7 (or a suitable alternative approved by Council).

Additional procedural amendments are recommended to ensure greater clarity in the active frontage provisions, the definition of “storey” and the non-active frontage setback requirements.

It is also recommended that existing conditions 1 to 28 applying to the original approval of the Master Plan be deleted as these conditions related to amendment to the Master Plan which have since been undertaken.

Built Form

The built form of the development can be broken down into two main elements, the podium and the tower.

The design of the podium element of the building is supported. A high quality cantilevered awning is proposed to the active frontages of the site. The design of the awning will add visual interest at a pedestrian scale and is complimented by landscaping.

At the ground plane, the retail tenancies and lobby areas vary in their setback to allow for a direct interface with the northern and eastern footpaths, whilst allowing for the creation of a plaza at the prominent north-eastern corner of the site by incorporating an increased building setback at this location.

A varying setback between 1.95m and 2.9m is proposed to the southern part of the eastern boundary to allow for deep planting opportunities (including trees) along the non-active sections of the Longboard Parade frontage, whilst allowing for a continuation of the curved façade treatment that characterises the balance of the northern and eastern frontages

With regard to the tower element, Section 5.3 Specific Outcome O1 of Master Plan No. 44 states:

Development ensures the delivery of built form that:

- (a) incorporates differential vertical and horizontal architectural treatments into the building façade to avoid the presentation of extensive blank walls; and*
- (b) is adequately articulated vertically and horizontally to break up building bulk and mass.*

Due to the building location on a key landmark site within Bokarina Beach and the associated views of the site, the articulation of the façade and roof form is considered a significant urban design consideration. Views to the building that are considered worthy of articulation consideration are:

- To the building from Nicklin Way across future low scale development,
- Access roads into the site,
- Views from the public park system to the north and from the beach.

The applicant submits that the built form incorporates extensive vertical and horizontal articulation, emphasised by the delineation of clear and independent vertical tower elements above the podium that offer horizontal articulation through the distinctive balcony configurations.

Council officers, including Council's principal architect have worked closely with the applicant and their architect from the initial pre-lodgement meeting on 3 November 2017 through to today.

As a result, many improvements have been made to the articulation of the tower since the original pre-lodgement version of the plans were submitted to Council. Improvements that have been achieved include:

- The addition of colour, and colour variation, to the tower façade
- The inclusion of a timber look soffit to the top level balcony roof to emphasise the roof form of the building
- Increasing the extent of the vertical batten screens to each balcony and the addition of a wave appearance by introducing half height battens between the full height ones. The feature is further accentuated by colour differentiation.

Despite these improvements, Council's principal architect advises that the design does not adequately break up the building bulk and mass. Modelling has identified that, when viewed from ground level at a distance greater than 100m, the current proposed roof articulation will be lost. The current design relies on a flat roof with setbacks for articulation which is effective from the ground plain up close but from a greater distance the building does not adequately achieve an articulated vertical or horizontal form.

Additionally, the façade treatments are repetitions of the same details and colour scheme, with chosen colours similar in tone. This choice of articulation does not add to the visual interest of the building and does not adequately articulate the building for this significant corner location.

To address these concerns and ensure the development complies with Section 5.3 Specific Outcome O1 of Master Plan No. 44, a condition is recommended requiring the plans be amended to provide higher roof forms and variation of colour and batten screening to the north eastern and north-western corners of the development (up to, but not exceeding 28m in height). A condition is also recommended requiring greater colour differentiation in order further accentuate the roof form.

The imposition of these conditions will achieve the following:

- Ensure the roof is visibly articulated when viewed from a distance of more than 100m.
- Articulate the height of the roof at the suggested corners, within the allowable 3m roof space, will provide a finishing element to a corner of streets with similar height buildings.
- Add a difference of façade treatment to the corner elements will aid in articulating the corners and higher roof forms, as seen from a distance.

It should be noted that the recommended condition would raise the height of the roof at the north-eastern and north-western corners of the building from 25.7m currently proposed up to 28m. The highest part of the roof, being the top of the screening of the plant and equipment in the centre of the roof, is already proposed at 28m. Therefore the condition would not result in an increase to the overall maximum height of the building. However, it would ensure the roof is visibly articulated when viewed from a distance.

The 1996 Caloundra Planning Scheme Policy PDLPP3.7/01 – Building Height (which applies to this development) allows an additional 3m of building height for roof elements above the top storey of the building. As such, the total building height permitted for the site in metres is 28m (but only 25m to the ceiling of the 8th storey). With the imposition of the recommended conditions, the proposal would still comply with this requirement.

Turtles

From the period between November 2005 and March 2018, a total of 111 nesting crawls were recorded for *Caretta caretta* (Loggerhead turtle) along the foreshore from Currimundi Lake, Wurtulla to Wyanda Drive, Bokarina. This is an average of eight crawls per year over approximately 3.5 kilometres of coastline. This could be expected to increase into the future as the impacts of climate change on the Great Barrier Reef results in a southward shift in nesting distribution.

The proposed development site is centrally located within the Detailed Planning Area and is situated approximately 200 metres from the beach due to the expansive dunal system which

measures approximately 130 metres in width. Surveys undertaken during the assessment of the DPAP application in 2016 determined that only a small portion of the top floor of the eight storey buildings on Precinct 8 and 9 would be visible from the beach. It is considered that the large dunal system provides a considerable physical buffer between the foreshore and development sites, thereby reducing the level of impact of lighting on turtle nesting areas.

On 1 July 2015, in relation to the overall development of Bokarina Beach, Stockland undertook a referral under the Environmental Protection and Biodiversity Conservation Act (1999) (EPBC) for impacts on Matters of National Environmental Significance (MNES). Marine turtles including *Caretta caretta* (loggerhead turtle), *Chelonia mydas* (green turtle) and *Dermochelys coriacea* (leatherback turtle) are all MNES listed under the EPBC Act. While the development of Bokarina Beach does not impact on the sand dunes or beach, the impact of potential light spill on turtle nesting was assessed. On 14 July 2015 the Commonwealth advised Stockland the development was deemed not to be a controlled action.

As part of their referral documentation to the Commonwealth, Stockland proposed a number of mitigation measures to be adopted during the design, construction and operational phases of the project to mitigate impact on turtle nesting sites. These measures were subsequently included as Council conditions on approval of the DPAP

In fulfilling the requirements of the DPAP conditions, in August 2016 Stockland commissioned a pre-construction light survey of the beach at Bokarina. The survey was required so that baseline data could be established and the impact of future development could be clearly understood. The survey found that under clear skies (required for comparing between sites and nights) the zenith brightness values ranged from 19.59 – 20.21 magnitude/arcsec² which is typical for a suburban night sky.

The DPAP conditions also require Stockland to undertake an 'as-built' light survey upon completion of the development of Precincts 1 – 4 (the low-density residential precincts). This survey would identify any corrective actions to be implemented by the Master Developer.

In preparing the DPAP, Stockland developed mitigation measures for lighting impacts on turtle populations based on publically available documentation including scientific journal articles and the Acceptable Outcomes detailed in the *Draft Bundaberg Regional Council Planning Scheme (Public Notification Version) September 2014*, which was developed to address potential impacts on nesting turtles which are common on some beaches in the Bundaberg region. At the time the DPAP was approved, Council conditioned that the Urban Design Performance Criteria relating to lighting to be strengthened to provide more robust controls for external signage, lighting and building design. The strengthened provisions were subsequently included within the endorsed version of the DPAP.

In 2014, the International Convention for Migratory Species (acting under the United Nations Environment Program) endorsed a Single Species Action Plan for the Loggerhead Turtle (South Pacific genetic stock). Delegates from the signatory states visited the Sunshine Coast during their deliberations on the plan, due to the region's importance as a future refuge for the Loggerhead turtle and made a number of recommendations in relation to lighting on the Sunshine Coast. These recommendations were included within Council's Sunshine Coast Lighting Master Plan, which was endorsed by Council on 15 September 2016.

The Urban Lighting Master Plan sets the strategic guidance for public lighting. It is also provides recommendations applicable to private developments and Council renovation projects.

It is noted that all of the applicable lighting requirements relating to turtles within the above-mentioned documents are operational in nature. As such, compliance cannot be determined based on the submitted architectural plans and the requirements must instead be conditioned.

Conditions are recommended for the current application regarding the positioning and operation of lighting, during construction and for the life of the development, that are designed to minimise any impacts on turtle breeding as much as possible. Council's Natural Areas Management Team were consulted in the drafting of these conditions.

The recommended conditions are drawn from the conditions and urban design performance criteria of the DPAP (Master Plan No. 44) and from the Sunshine Coast Urban Lighting Master Plan.

The recommended conditions are summarised below:

During construction:

- Construction works are to be restricted to daylight hours during the turtle nesting and hatching season (October to May)
- Flood lighting must not be used during turtle nesting and hatching season).

Ongoing operational requirements:

- External feature lighting must be positioned below 10 metres in height and turned off between 10pm and sunrise during turtle nesting season.
- Communal open space lighting must be operated on a timer or sensor between 8pm and 10pm and turned off between 10.00pm and sunrise during turtle nesting and hatching season
- Vertical illumination of the building and vegetation (lighting that shines into the sky) is prohibited during the nesting and hatching season
- Timers or proximity or motion activated light sensors must be used wherever possible
- Lighting must not be directly visible from the beach during the nesting and hatching season
- Any external signage the eastern (seaward) side of the development must not be illuminated
- All lighting within the development must be accompanied by a substantial vertical shield to reduce sky glow
- Lighting must avoid the use of halogen, metal halide, or fluorescent lights, and use only white lights contained areas where colour rendition is required
- The number and wattage of lights must be minimised, and lights must be recessed into structures wherever possible

- Amber LED or low pressure sodium lighting is used where possible
- Reflective materials must be used to delineate pathways, and embedded lighting must be used wherever possible.
- No lighting on the roof (except for temporary maintenance)

Energy Efficiency

Council's principal architect has recommended amendments to the SDP to ensure suitable energy efficiency measures are incorporated within the development, in accordance with the requirements of the DPAP. These is detailed as follows.

Operable Louvers

Section 5.3, Specific Outcome O27 of Master Plan No.44 requires:

"Elements of sub-tropical design are integrated into the design of dwellings and structures."

The current proposed does not adequately allow passive ventilation due to hopper windows being proposed in certain locations. Council's principal architect has advised that hopper windows do not offer the same level of passive ventilation as louver windows in consideration of opening restrictions, as required under the Building Code of Australia (BCA).

Furthermore:

- Whilst BCA calculations for openings are able to ignore fall protection requirements, opening size for air circulation is a generic Australia wide calculation and does not reflect a subtropical design which requires greater air movement through a habitable space
- Elements of subtropical design call for the maximisation of cross ventilation which will not be achieved through the use of minimal opening hopper windows
- The location of the windows wouldn't require additional rain protection as there is some protection from direct wind driven rain provided through the building set back from the balconies. Direct wind driven rain is predominantly from the South East and North East in this location.

Council's principal architect recommends that the following plan amendment be required:

Amend the plans to provide operable louvers and not hopper windows to the following bedrooms to reduce reliance on artificial cooling through maximizing natural ventilation.

- (i) *Type B bedrooms with eastern facing windows*
- (ii) *Type E bedrooms with western facing windows.*

External Screens & Shading Devices

Section 5.1 Specific Outcome O13 of Master Plan No.44 requires that:

"Development in Land Use Area 2 (Mixed Use and Tourism) is designed to respond to the local climatic conditions and thereby reduce reliance on artificial heating and cooling systems, energy and water consumption."

Due to the location and orientation of windows proposed to face the beach to the south, wind driven rain is to be considered. This has not been addressed in the current proposal which would require residents to close windows during rain periods and thus rely on mechanical ventilation in order to comfortably occupy these spaces in summer.

Whilst louvers would normally be suggested as a solution, the orientation of the windows facing directly south and directly onto the beach would result in louvers being at risk of leakage. While the number and extent of hopper windows would be adequate for this location for passive ventilation reasons as mentioned above, when opened to the extent of the fall restriction device, hopper windows would be susceptible to wind driven rain causing the occupant to close the window and rely on mechanical ventilation in summer

To account for this, Council's principal architect has advised that providing external screening and shading devices would enable weather protection to these windows so the occupant can keep windows open in rain events.

A plan amendment is recommended accordingly.

Energy Efficiency Measures

Council officers sought additional information from the applicant in regards to energy efficiency measures as part of the Request for Further Particulars (RFP) issued on 4 May 2018. This is relevant in light of the intent of Specific Outcome O13 of Table 5.1 of Master Plan No.44 which requires that:

"Development in Land Use Area 2 (Mixed Use and Tourism) is designed to respond to the local climatic conditions and thereby reduce reliance on artificial heating and cooling systems, energy and water consumption."

Council's principal architect has advised that the applicant's response is unclear and does not provide information to adequately detail what systems, technologies and design details are to be incorporated to meet the above requirements. The response is also to demonstrate consistency with current best practice and design energy efficiency, as indicated in Probable Solution S13.1:

"The Development demonstrates achievement of current best practice and design energy efficiency, where buildings achieve at least an equivalent 4 Star Green Star Rating benchmarked against the Green Building Council of Australia's (GBCA) 'Green Star' rating system, or for buildings not addressed by the GBCA ratings system, buildings are designed to achieve a 4 star Australian Building Greenhouse Rating (ABGR)."

Specific areas for further detail are:

- Common Area Ventilation to be selected and the likely energy usage detailed
- Choice of hot water system. If a heat pump is chosen and located within the unit, what impact noise and ventilation would have on residents
- If solar PV is to be incorporated as suggested, to what extent as well as detail on how such a system would be utilised for common area power usage and if residences have access to power generation through a communal energy scheme
- Which sustainable aspects are to be implemented that were deemed practical and feasible to the project and do these systems represent best practice or above standard.

As such, it is recommended that the following conditions be required:

“The development must implement the use of solar power or other pollution reducing renewable energy sources to supply part or all of the development’s energy needs, in accordance with an approved Energy Efficiency Plan.”

“Prior to approval of an Operational Works application over the site, the applicant must submit an Energy Efficiency plan to Council for endorsement. The plan must demonstrate how the development will achieve current best practise energy efficiency and detail what specific energy efficiency measures will be provided within the development.”

Adaptability for Short Term Accommodation Use

Whilst the subject site is located in the Mixed Use and Tourism land use area, there is no mandatory requirement for development of the site to include tourist accommodation. Despite this, it is noted the DPAP for Bokarina Beach mandates a minimum of 80 units be provided for short term accommodation across precincts 5-11 (the Mixed Use and Residential B precincts).

In addition, the DPAP requires that development on the site be capable of adaptation to short term accommodation use in future.

In this regard, section 5.3 Specific Outcome O11 of Master Plan No. 44 states:

All buildings over Precincts 5 – 8 are to be constructed such as to be capable of maintaining operational facilities which enable and encourage the use of the building for the purpose of short-term accommodation, by incorporating within the development:

- (a) foyers at ground level that are capable of functioning as Motel reception areas, concierge desks and restaurant facilities;*
- (b) defined vehicle access and short-term set down areas located adjacent to foyers/reception areas (e.g. porte-cochere);*
- (c) sufficient utility rooms/areas located in building basement or elsewhere within the building that enable self-contained Motel (short-term / holiday accommodation) operations such as room servicing (housekeeping etc.).*

The proposed development complies with these requirement.

- The proposal includes a reception desk and large foyer at ground level, capable of accommodating seating areas and displays. Public food outlets are proposed on the ground level adjacent to Bokarina Boulevard.
- One or two of the resident car parking spaces located at ground level adjacent to the reception/foyer could be converted to short term set down spaces in future if required.
- The proposal contains sufficient utility rooms to enable operations such as room servicing in future if required.

Laneway Design

The proposal includes provision of a through-site pedestrian link connecting Bokarina Boulevard with Kombi Street along the western boundary of the site, as required by the DPAP. The laneway is to be open and accessible to the public at all times.

The northern part of this laneway is a pedestrian only zone intended to facilitate outdoor dining or other community uses.

The southern part of the laneway is a shared zone with vehicular access driveway into the development.

The applicant has proposed the following treatments to the laneway to ensure the space works effectively for all users, vehicle speed is restricted and pedestrian use is encouraged.

- Coloured concrete with cobble edge detail
- Feature planting with lighting on the western edge
- Coastal style planting along pavement edge
- Climbers growing up blank walls
- Catenary lighting

Conditions are recommended to ensure the laneway is established in accordance with the above requirements.

CONSULTATION

The application was forwarded to Unitywater and the following internal council specialists:

- Principal Engineer, Urban Growth Project Branch
- Landscape Officer, Engineering and Environment Assessment Unit
- Environment Officer, Engineering and Environment Assessment Unit
- Principal Architect, Strategic Planning Branch
- Conservation Officer, Environmental Operations Branch (turtle specialist)

Their assessment forms part of this report.

Public Notification

Not Applicable.

CONCLUSION

The proposed development generally complies with the requirements of the applicable statutory documents and does not raise any significant issues that cannot be addressed by reasonable and relevant conditions. The application is therefore recommended for approval.

